DOCUMENT RESUME

ED 335 972 FL 800 375

TITLE Vocational Training for LEP Adults in Arizona.
INSTITUTION Development Associates, Inc., Arlington, Va.
PUB DATE 91
NOTE 34p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adults; Agency Role; American Indians; Employment Patterns; Hispanic Americans; *Limited English Speaking; Postsecondary Education; Program Descriptions; *Public Policy; State Agencies; *Statewide Planning; Statistical Data; *Vocational Education
IDENTIFIERS *Arizona

ABSTRACT

This report provides an overview of vocational training programs and activities for Limited English Proficient (LEP) adults in Arizona, with particular emphasis on Maricopa County (Phoenix) and Yuma, Arizona. State policy regarding LEP adults is discussed, as are the roles of state agencies in providing services to these individuals. Statistical information concerning the LEP population is also presented. This includes selected population data on the number and national origin of LEP inhabitants of English in Maricopa County, Yuma County, and Arizona as a whole. Also included are selected social and economic characteristics of Hispanic Arizonans and American Indians, as well as employment data for this population. Specific programs are also reviewed. (Adjunct ERIC Clearinghouse on Literacy Education) (JL)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED335972

VOCATIONAL TRAINING FOR LEP ADULTS IN ARIZONA

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

vocational training

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

BEST COPY AVAILABLE

FL800375

TABLE OF CONTENTS

	Page
I. INTRODUCTION	AZ-1
A. The LEP Population	AZ-1
B. The Economy	AZ-5
II. STATE POLICY REGARDING LEP ADULTS	AZ-6
III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS	AZ-7
A. State Agencies	AZ-7
1. State Department of Education	AZ-7
2. State Community Colleges	AZ-9
3. State Department of Economic Security	AZ-9
B. Planning and Coordination	AZ-12
IV. PHOENIX, ARIZONA	AZ-14
A. The LEP Population	AZ-14
B. The Economy	AZ-15
C. Organizations Providing Services	AZ-16
1. The Phoenix Union High School District	AZ-16
2. Maricopa Community College District	AZ-17
3. Refugee Program - Porject LINK	AZ-20
4. JTPA Program in the County and City	AZ-21
D. Planning and Coordination	AZ-22
E. Additional Service Needs	AZ-23

Page

V. YUMA, ARIZONA..... AZ-24

A. The LEP Population..... AZ-24

B. The Economy..... AZ-26

C. Organizations Providing Services..... AZ-27

1. Adult Education, Yuma Public Schools..... AZ-27

2. Arizona Western College, San Luis..... AZ-27

3. Arizona Western College, Yuma..... AZ-28

4. Chicanos Por La Causa, Somerton..... AZ-28

5. Portable Practical Educational Preparation (PPEDP), Inc., San Luis..... AZ-28

D. Planning and Coordination..... AZ-29

E. Additional Service Needs..... AZ-29

VOCATIONAL TRAINING FOR LEP ADULTS IN ARIZONA

I. INTRODUCTION

A. The LEP Population

Arizona is one of the most sparsely populated states in the country. Over two-thirds of the state's population reside in the Phoenix and Tucson metropolitan areas. Arizona has only 2.2% of the persons who speak a language other than English at home in the nation. Within the state, however, 20.1% speak a language other than English at home (see Table 1). The major ethnic minority in Arizona is of Mexican origin (14.6%). Thirteen percent of the state population speaks Spanish at home.

TABLE 1

SELECTED POPULATION DATA FOR THE STATE OF ARIZONA: 1980 CENSUS

Total population	2,718,215
Percentage who speak a language other than English at home	20.1
Percentage foreign born	6.0
Percentage naturalized citizens	3.0
Percentage not citizens	3.0
Percentage Spanish origin	16.3
Percentage Mexican origin	14.6
Percentage American Indian	5.7
Percentage who speak Spanish at home	13.2

American Indians comprise another significant ethnic minority in the state, 5.7% according to the 1980 Census. Many live on the reservations which cover large areas of the state. The most predominant language group is Navajo.

Others are Apache, Papago, or Hopi. Large numbers of the American Indians speak a kind of English-Indian language. They are difficult to identify in surveys as LEP because, when asked, they say they speak English. Their limited English proficiency is seen by some educators as a critical factor in their significant school drop-out rate.

By the end of 1986, over 6,000 Southeast Asian refugees had settled in Arizona. This was a 20% increase from the previous year. About 1.6% (969) of all refugees coming to the U.S. in 1986 settled in Arizona. Of that number, 657 or 68% were Southeast Asian, 15% or 150 were from Eastern Europe, and the remainder (17%) from Ethiopia and near Eastern nations. The estimated "36-month refugee population" at the end of the 1986 reporting period was 2,298, which was essentially the same as the previous year (2,303 in 1985).

Arizona has the lowest welfare utility rate in the country, 4.1%. For the 343 new refugees receiving cash assistance in 1986, for instance, 53% were from Vietnam, 20% from Ethiopia, 9% from other Southeast Asian countries, and almost 5% from a variety of East European countries. Compared to other small states in the U.S., a significant number of Ethiopian refugees have settled in Arizona. The Refugee program estimates 400 such refugees in the Phoenix area alone. National ORR reports indicate that due to secondary migration, the state appears to be slowly losing immigrants. No state-level data were available to support this assertion, however.

The Spanish origin (mostly Mexican origin) and American Indian populations have the largest percentages of limited English proficient persons in Arizona. Hispanics do less well than the population as a whole, and American Indians do less well economically than Hispanics. The employment data for 1987 presented in Table 2 show that Hispanics have somewhat higher labor force participation rates than the non-Hispanic White population, but Hispanics have almost twice the unemployment rates of Whites. Equivalent 1987 data are not available for American Indians in Arizona, but the 1980 Census data show a 48.5% labor force participation rate and an unemployment rate of 14.4%. The White population had

a labor force participation rate almost 12% higher and an unemployment rate nearly 9% lower than the American Indians in the state, according to the 1980 Census.

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF ARIZONA
BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Noninstitutional Population	Civilian Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Population	Number	Rate
Total	2,514	1,614	64.2	1,513	60.2	101	6.2
White	2,389	1,533	64.1	1,442	60.4	91	5.9
Hispanic	420	278	66.1	248	59.1	30	10.6

Source: BLS unpublished data.

Some comparative data on American Indians, persons of Spanish origin, and the total population in Arizona are presented in Table 3 on the next page. The data show that Hispanics have lower incomes and higher poverty rates than the total population, whereas American Indians have lower incomes than the Hispanics and about twice the percentage of people in poverty.

The data also show that the median age of the total population is higher than the median age for the Hispanic population, and the median age of the American Indian population is somewhat lower than the median age of the Hispanic population. But the differences in median age do not totally account for the vast differences in income and poverty status. The most significant difference among these groups is in education. The percentage of high school graduates is over 1.5 times higher for the total population compared to the American Indian and Hispanic populations in the state.

The other of data presented in Table 3 show smaller differences among ethnic minorities in Arizona than in other states. For example, the percentage of persons under 18 living with both parents is about the same for all groups. The percentage of work disabilities is lower for American Indians and Hispanics than for the total population in Arizona. This may be due to differences in median age among these groups in the state. Birth rates and the percentage of female headed households with children under 18 are somewhat higher for American Indians and Hispanics than for the total population.

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF THE STATE OF ARIZONA: 1980 CENSUS

	American Indian Population	Spanish Origin Population	Total Population
Number	154,390	444,102	2,718,215
Percentage of total population	5.7	16.3	100.0
Median age	19.9	21.7	29.2
Median household income in 1979	$ 9,583	$14,266	$16,448
Median family income in 1979	$10,371	$15,468	$19,017
Percentage families below poverty	40.1	18.2	9.5
Percentage persons below poverty	44.0	21.0	13.2
Percentage 25 and over who are high school graduates	42.4	44.0	72.4
Percentage 16-64 with a work disability	3.3	6.9	9.1
Percentage persons under 18 living with both parents	75.2	75.2	77.6
Mean number of children ever born	1.8	1.7	1.4
Percentage female householder, no husband present, with children under 18 years	10.6	10.6	7.4

Some other states show much higher percentages of work disabilities and female headed households and much lower percentages of persons under 18 living with both parents among these ethnic groups than is evident in Arizona. These data demonstrate that there are some across states differences within ethnic groups.

B. The Economy

The State of Arizona experienced strong economic growth from 1984 to 1986, adding 263,600 new jobs. However, job growth decreased considerably in 1987. The slowdown in the construction and manufacturing industries had the biggest impact on the economy. Manufacturing added only 1,200 jobs, and construction lost 10,000 jobs.

Moderate job growth is expected in 1988 and 1989. Most of the new jobs are expected to be in the trade and service sectors. There may be some growth in electronics manufacturing, if the U.S. becomes more competitive in this area. Defense-related manufacturing is expected to increase somewhat in the next two years.

The construction industry has been hit hardest because of previous excessive building and the increase in interest rates. There should be a turnaround in this sector in the next year or two as demand catches up with current supply. A decrease in interest rates would give a boost to the construction industry in the state.[1/]

The LEP population is expected to continue to do less well than the rest of the population, particularly in the current economy. Respondents agreed that there is a need for basic skills and employment training for this population to improve economically.

1/"Governor's Coordination Special Services Plan, PYs 1988-1990," State Job Training Coordinating Council, 1988.

II. STATE POLICY REGARDING LEP ADULTS

There is no official state policy that supports the funding or the delivery of vocational training or employment related services for LEP adults in Arizona. Moreover, there is no on-going state agency mechanism to address the needs of LEP adults. Each state agency serves this population to the extent it can and in ways governed by its unique funding provisions. If any policy exists at all, it is that each local agency decides whether and how to serve LEP adults in its own jurisdiction. There is a state law that requires the State Department of Education (SDE) to allocate 15% of Carl Perkins Act funds to the Arizona Community College Board. These funds are allocated to local community colleges for a variety of vocational training services, some of which are used to serve LEP adults in selected institutions. The state Implementing Interagency Coordinating Committee supports the development of training by occupational shortage areas. According to a key respondent who coordinates this committee, LEP adults do not receive any special treatment. LEP adults are viewed as just one segment of a variety of special needs groups in the state, which include single parents and the handicapped, none of which has priority.

Although the Arizona Vocational Education Council has not directly addressed any issues, policies, or services for LEP adults, various state agencies indicate that it is their goal to serve the needs of this population. For instance, the Governor's Coordination and Special Services Plan states that local service delivery areas (SDAs) will "respond to the disproportionately high training and employment need of Hispanics by providing ESL training, bilingual GED/basic education and vocational skills training" to LEP adults. A respondent from the State Board of Education indicated that while the state has an inordinate number of LEP adults, "there is no commitment at the state-level to address their needs in any way that begins to meet their needs."

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

The community colleges and the refugee and JTPA programs are the primary systems in Arizona for the delivery of vocational services for adults. The services provided by these and other state agencies are described below.

1. State Department of Education

a. Vocational Education

Arizona receives a total of about $11,000,000 in Perkins Act funds, most of which are used for secondary education. About $2 million of this amount is allocated to the 22% disadvantaged set-aside category. Since the total amount is very small, some districts receive very limited amounts.

Other than the adult education ESL program, the State Department of Education does not provide vocational education services for LEP adults. The responsibility for serving LEP adults and out-of-school youth goes to the Board of Community Colleges. In accordance with Arizona Education Code 15-784 (Part E), the SDE distributes about 15% ($1,683,795 in FY 87) of its total Perkins funds to the community college system. These funds are distributed across seven post-secondary related Perkins categories. About 45% of the total Perkins set-aside for disadvantaged are included in the allocation to the community colleges.

b. Adult Education

Most adult education is ESL, citizenship training, GED, pre-vocational learning, and basic skills. Adult Learning Centers and satellites are scattered throughout the state to provide these services. In addition, some local adult education programs provide tutoring or classes at the workplace. There is currently a strong push for literacy.

Arizona has a large number of undereducated adults from diverse ethnic backgrounds. They are scattered around the state, some in areas that cannot be reached by conventional transportation. Of the 25,169 adults enrolled in adult education in October 1987, 56.2% were Hispanic, 3.4% were American Indian, and 8.3% were Asian. The ESL enrollment was 78.0% Hispanic and 15.0% Asian. No American Indians were enrolled in ESL.[2/]

c. Indian Adult Education

The Administration for Native Americans (U.S. Department of Health and Human Services) and the Bureau of Indian Affairs (U.S. Department of Interior) fund education and training programs on the reservations, but there is virtually no coordination between these programs and state adult education and training services.

d. JTPA 8% Program

The JTPA 8% State Department of Education (SDE) grant program reports that 71 or 2.8% of its 1,321 participants in 1987 were considered LEP. The SDE receives $1.9 million annually from the JTPA 8% program. Much of these funds are awarded on a competitive basis to local programs that are interested in developing model educational and training projects that address the barriers to employment. Eligible target groups include LEP persons, displaced homemakers, handicapped individuals, teenage parents, and homeless youth in correctional institutions. Although eligible because of the language in the legislation, LEP adults are not a particular priority group for this program. About 80% of these funds are allocated to in-school projects. Only a small portion of these funds appear to be directed toward

---

[2/] Adult Education: Learning Unlimited. Pheonix, AZ: Arizona Department of Education, October 1987.

services for LEP individuals. According to the fourth quarter report for FY 87, only 2.8% or 71 of the 1,321 persons enrolled in this program were identified as LEP. However, a respondent at the SDE indicated that since 44% of these participants were either Hispanic, American Indian/Alaskan Native or Asian/Pacific Islander, it is very likely that more than 71 were actually LEP.

2. State Community Colleges

The Community College Board reports that 1,350 LEP adults received services in the 1987 program year. As in most states, one of the major sources of funding for the state community college system is the state education budget. Arizona uses federal Perkins Act funds to supplement its state-level funding for community colleges. Table 4 gives the FY 87 Perkins funds for the community colleges. It can be seen from the table that 12.2% of the funds allocated for the community colleges were turned back to the state department of education because they were not used. Almost 21% of the LEP funds were returned. The reason given for the return of the LEP funds was that the State Department of Education has an interpretation of eligibility for LEP funds which limits the use of these funds. This requires a person to be enrolled in a training program before he/she can be assessed and defined as LEP. Steps are being taken to change this.

Most of the LEP funds were used for ESL in pre-employment, pre-vocational training, or basic skills programs. Services were also available to LEP persons under the other Perkins funds categories.

3. State Department of Economic Security

The State Department of Economic Security administers the two major programs that serve LEP adults in the state: the JTPA program and the Refugee Services program.

TABLE 4

EXPENDITURE REPORT
FEDERAL VOCATIONAL EDUCATION FUNDING
STATE BOARD OF COMMUNITY COLLEGES: 1987

Category	Allocation to Community Colleges	Expenditure	Unused* Balance	% of Allocation
Adult Discretionary	$ 269,138	$ 248,497	$ 20,641	7.7
Adult Formula	520,000	499,289	20,711	4.0
Disadvantaged	403,100	313,048	90,052	22.3
Handicapped	232,745	181,929	50,816	21.8
Limited English Proficient	62,623	49,650	12,973	20.7
Single Parents/Homemakers	96,517	93,748	2,769	2.9
Corrections	99,672	92,793	6,879	6.9
TOTALS	$1,683,795	$1,478,954	$204,841	12.2

*Returned to Arizona Department of Education.

a. JTPA Program

There are 16 local service delivery areas (SDAs) in the state, which include 11 county SDAs, the City of Phoenix, the Navajo Nation, an all-tribal consortium, and two regional SDAs. The state receives nearly $38 million in total funding from the federal JTPA program for all its titles and set-asides. For the 1988 program year those funds are distributed as follows:

• Title II-A	$19,461,125
• Title II-B	9,853,195
• Title III Formula	2,832,879
• Title II-A 22%	
- 3% Older Workers	748,505
- 5% Administration	1,247,508
- 6% Incentive and Technical Assistance	1,497,010
• 8% Education Coordination	1,996,013

The amount of funds distributed to each SDA varies greatly. One county SDA receives less than $100,000 in Title II A and B funds. The City of Phoenix receives almost $7 million. If that amount were added to the JTPA budget for Maricopa County, in which Phoenix is located, this area would receive nearly $12 million or about 40% of all the JTPA Title II A and B funds in the state. Additional funds distributed directly by the federal program to the Tribal Councils are not shown here.

Through its Title II-A program, JTPA serves over 10,000 economically disadvantaged adults and youth each year. The program attempts to target "hard to serve" persons such as school dropouts, displaced homemakers, substance dependent individuals, handicapped, offenders, welfare recipients, migrant and seasonal farmworkers and limited English proficient adults. Several respondents stated that they think LEP adults in need of services are not served nearly to the extent they are present in these various provider areas. Two reasons given were that there are limited funds and JTPA requires individuals to have a certain level of English proficiency before they are accepted into the program. Many LEP adults are referred to the ESL programs operated by local schools, community colleges, and community based organizations. According to the most recent report of the State Job Training Coordinating Council, 83% of the participants leaving the program either enter jobs or go into additional training. The state office estimates a unit cost for job placements at $2,545 per adult.

b. State Refugee Services Program

The State Refugee Services Program is also administered by the Department of Economic Security (DES). Instead of the usual social services department, Arizona operates its human and social services programs in

the Community Services Administration in the DES. The refugee program is located in the Division of Family Services in order that refugees receive more comprehensive support from the five program areas in that division including job service, welfare support, children services, vocational rehabilitation, and family support. Most refugees have settled in the Phoenix and Tucson areas; therefore, the DES operates regional offices in those areas.

The refugee offices in Phoenix and Tucson work closely with local ESL providers and refer many of their refugee clients to public school ESL and ABE programs. The state office encourages and supports linkage of ESL, pre-vocational training, and occupational training. The state office also works very closely with major employers in these two metropolitan areas to develop jobs for their clients. The job service office in the DES provides five job developers to support this effort for refugees.

B. Planning and Coordination of Services

No evidence was found to indicate whether or how state agencies collect or use data for planning purposes. One respondent who serves in the Arizona State Senate indicated concern for how the programs are structured and about the number of agencies through which vocational funds are routed at the state level prior to arrival at the local community. This respondent also suggested that until the state links its plans and processes for economic development with its educational program goals and strategies, vocational training programs will not be focused on appropriate targets.

There are two mechanisms in the state for planning and coordinating programs for LEP adults. The Board of Community Colleges has an Implementing Interagency Coordination Committee which focuses on planning strategies for meeting occupational needs of the state. This group meets bi-monthly and consists of members from the State Department of Education, State Occupational Information Coordinating Committee, Department of Economic Security and the Board of Community Colleges. The second mechanism, required by the federal

JTPA program, is the State Job Training Coordinating Council. The state administers this council in accordance with the guidelines prescribed by JTPA. Almost all respondents indicated the need for mechanisms for developing program models, sharing these models with each other, and for disseminating them across the state. Moreover, respondents stated that greater attention needs to be given by the federal and state vocational education programs to program development, technical assistance, and planning employment training policies and services if LEP adults are to be served adequately. They say "the need is great, the potential for these models exist at the local level, and we have the competence to do a better job if we had the funds."

Polices and services in local jurisdictions, the major metropolitan area of Phoenix and the rural area of Yuma City, are described in the remainder of this case study.

IV. PHOENIX, ARIZONA

More than half of the residents of Arizona live in the Phoenix metropolitan area, which includes the community of Scottsdale, the university area around Tempe, and smaller outlying communities such as Buckeye, Carefree and Gila Bend. For the purpose of this case study, the population data presented below are based on statistics for Maricopa County. Population estimates from the county for 1987 reveal an increase of almost a half million persons since the 1980 Census, a 31% increase. Some areas, especially those attracting retirees, have more than doubled in size in this decade.

A. The LEP Population

The total population of the Phoenix area is growing, but local officials do not have reliable data on the changes in the LEP population. According to the 1980 Census, as shown in Table 5, 13% or almost 200,000 persons speak a language other than English at home. This percentage is somewhat lower than the total for the state (20%), which suggests that a larger proportion of LEP adults live in Tucson and the rural areas of the state, rather than in Phoenix.

Also shown in Table 5, percentages of foreign born, naturalized citizens, and persons not citizens are lower for this area than for the whole state. Hispanics comprise 13.2% of the population of Phoenix, with 11.8% of Mexican origin. In a state with a fairly large American Indian population, this group only represents about 1.4% of the residents of Maricopa county.

The educational levels of the Hispanic residents vary significantly from the rest of the population (see Table 6). Whereas 75% of the total population in the area are high school graduates, only 42.9% of Hispanics have completed high school. The median number of school years completed by Hispanics is 9.4. As is true for other parts of the country, there is a gap of $3,000 or more in the median household and family incomes between Hispanics and the total population. More Hispanics work in manufacturing jobs than in professional and related services positions, which is just the opposite for the overall population of the area.

TABLE 5

SELECTED POPULATION DATA FOR PHOENIX, ARIZONA METROPOLITAN AREA (MARICOPA COUNTY)

Total population	1,509,052
Percentage who speak a language other than English at home (5 years and over)	13.0
Percentage foreign born	5.5
Percentage naturalized citizens	2.9
Percentage not citizens	2.5
Percentage Spanish origin	13.2
Percentage Mexican Origin	11.8
Percentage Asian/Pacific Islander Origin	1.0
Percentage who speak Spanish at home	10.2

B. The Economy

Some moderate growth in jobs is projected for 1988 and 1989 for Phoenix; however, it is not expected that manufacturing jobs will keep pace even with this limited growth. This does not bode well for Hispanics and other LEP adults since manufacturing is a major supplier of jobs for this population. Some increases in construction jobs are anticipated for the area in the latter part of 1988 and in 1989. Also, retail and tourism-related jobs will most likely increase in the future. This is one of the strongest areas of the local economy. Local officials indicate, however, that these jobs provide low real income and the poorest opportunity for LEP adults to achieve self-sufficiency.

C. Organizations Providing Services

The Phoenix area has four major sponsors of educational programs, vocational training, and other employment-related services for LEP adults. These are:

- Phoenix Union High School District;

TABLE 6

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF PHOENIX, ARIZONA: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	199,517	1,509,052
Median household income in 1979	$14,666	$17,728
Median family income in 1979	$15,638	$20,478
Percentage families below poverty	19.0	7.5
Percentage high school graduates	42.9	75.0
Percentage unemployed	8.4	5.4
Percentage in manufacturing	21.8	6.2
Percentage in retail	14.5	8.6
Percentage in professional and related services	13.7	11.7
Percentage ages 16-19 not enrolled in school, not H.S. graduate	N/A	18.6
Percentage persons under 18 living with both parents	73.3	77.9
Female head of household with no husband present	16.6	11.9

- Maricopa Community College District;
- Project Link (refugee program); and
- City of Phoenix and Maricopa County JTPA programs.

1. The Phoenix Union High School District

The high school district in Phoenix provides ESL, ABE and GED services for LEP adults. No vocational training for LEP adults is offered at any of its 15 sites. A total of 435,000 adults are enrolled in ABE programs each year, while ESL instruction is provided for about 3,100 LEP adults. The district spends about $85 per participant for these services.

The LEP adults served are about 75% Hispanic, 18% Asian, 5% East European and 2% African. About 10% to 15% are refugees who have been in the area for several years. The ages of the participants range from 16 to 60, with the majority 20 to 25 years old. A little more than half are male; 2% or 3% are receiving welfare payments; and over 80% are unemployed.

These programs operate on an open enrollment-open exit basis. Instruction is provided in small groups. Careful attention is given to intake and assessment at registration. An ESL oral inventory is given to all ESL students by their potential teacher. All registration materials are printed in English and in Spanish.

2. Maricopa Community College District

The Maricopa Community College District operates seven community colleges, two college centers (planned for full college campuses in the future) and one occupational skills center in the Phoenix area. About 74,000 persons enroll each semester in these colleges for one or more credit courses. Approximately 40% of high school graduates in Maricopa County go directly to one of these colleges. The present student population closely reflects the ethnic makeup of the county. In 1987, graduates were awarded 3,000 associate degrees, and 1,400 certificates were awarded in occupational programs.

In terms of programs for the LEP population, Gateway Community College opened a new VESL Center in the 1987-88 school year. This center provides assessment, multi-media instruction, VESL materials, and four special courses including: VESL, pronunciation improvement for ESL speakers, work orientation, and career exploration. The regular ESL program at the community college does not allow open entry/open exit, thus limiting access to LEP adults. Alternatives to this program are available, but are very limited. The new VESL Center is such an alternative.

The predecessor to this center was a special bilingual vocational training grant project funded by the National BVE Office in the U.S. Department of Education. The project was funded for three years but ended in the Summer of 1987 due to reduction in funding and the competitive proposal review process. The BVT project had a total of 207 participants in its three years of operation. The final evaluation report states that 182 participants, or 88%, completed the program. The demographic characteristics of these participants are presented in Table 7. The distribution of enrolled

language groups represented in this program is very similar to those in the Phoenix high school ESL program, and to the total LEP population in the area.

Training was provided in welding, quick service auto mechanics, home health care, and in clerical/data entry. Seven special features characterize this program model for providing vocational training for LEP adults: (1) free tuition and materials; (2) access to Gateway Community College support services (approved child care at modest rates, tutoring, career guidance, placement and financial aid); (3) bilingual Spanish-English staff; (4) support materials in native language; (5) job development/work orientation assistance provided by the State Department of Economic Security job service; (6) access to community-based network for job referrals; and (7) an employer advisory committee made up of personnel analysts.

According to respondents, the community colleges are fairly supportive of services for LEP adults; however, LEP students must meet all other normal academic requirements.

TABLE 7

CHARACTERISTICS OF PARTICIPANTS IN THE GATEWAY COMMUNITY COLLEGE BVT PROJECT (1984-87)

Characteristic	84-85	85-86	86-87	Total
Participants	42	86	79	207
Completers	34	78	70	182
Employed in training area	18	31	33	82
Employed in non-training area	7	27	11	45
Continued training	2	12	22	36
Dropped out	8	8	6	22
Ended for medical reasons	7	8	5	20
Males	26	46	30	102
Females	16	40	49	105
Completed HS or GED	11	46	62	119
Hispanic	42	69	43	155
American Indian	0	2	3	5
Asian	0	10	27	37

Those who do not meet the colleges' academic requirements are served by the Maricopa Skills Center. Its mission is to "provide occupational training programs and support services to assist individuals to enter and be productive members of the work force, to achieve skills and knowledge for career advancement or change, and to function independently in society". Training is available in auto body, building trades, food preparation, health occupations, hotel/motel operations, machine trades, meat cutting, mechanical maintenance, office occupations, printing, retail/banking and welding. All these programs are provided in a single center in the southern part of the city.

The Maricopa Skills Center has a $2.9 million budget, with students paying about $1.4 million of that amount in tuition and fees. About 80% take advantage of Pell Grants, GSL, SEOG, SSIG, and SLSS loans. The remaining 20% are fully supported by the JTPA program. Nearly 22% of the center's budget comes from the two JTPA programs in the area. The center's budget also generates state support at a rate of $829 per FTE. In 1987-88, the center earned $570,352 from the state. No Perkins funds are used by the center.

Over 1,200 students enrolled in the center in the 1986-87 year. About 19% of the students were Hispanic, 3.2% Asian, and almost 10% American Indian. The Navajo Nation JTPA contracts with the center to provide training for its participants.

Although no formal ESL classes are provided, students with very little English are enrolled, according to the director of the center. Most vocational training is in English but some is done in Spanish when necessary. Peer interpreters (students) are used, and some materials are made available in native languages. Language problems in some occupational areas are overcome by the high emphasis on a "hands-on" training approach, with the training environment duplicating the work situation. A variety of support services are provided on site. Included are health care, day care, full food service with meals prepared by the trainees, counseling, and transportation.

Through an active recruitment and outreach component, the center often reaches LEP adults who have no English language skills at all, and whose native language is weak. These individuals are referred to the various ESL and refugee programs in the city.

3. Refugee Program - Project LINK

The primary refugee program, Project LINK, is funded by the State Refugee Program operated by the Department of Economic Security. Project LINK provides services to legal refugees only. These services include pre-vocational sessions, ESL, literacy training for those with little to no literacy skills in their own native language, work orientation, and job placement. Some of these training activities are provided at the Phoenix Union High School and others by voluntary organizations in the area. The Tolstoy Foundation assists Ethiopians, Iranians and Afghans. Other agencies such as Catholic Charities, Lutheran World Mission and the Church World Service provide classes in survival skills and very basic English instruction. These voluntary agencies provide instruction in survival and practical English skills during the first 30 days of residency in the area. Following that initial phase, refugees are referred to one of the ESL programs in the high school or to Project LINK's VESL or skill training component.

LINK uses the MELT* curriculum as a general guide for its instructional component. Instruction is competency-based and provided in small groups of five to 20 persons. The lack of transportation and adequate child care are major barriers for refugees, especially for women with families; therefore, training sites are placed in the refugee neighborhoods to make the programs more accessible. The state refugee program recently funded a $79,000 demonstration ESL project designed to serve refugees who are unemployed,

*Mainstream English Language Training, a competency-based initiative developed by the Office of Refugee Resettlement in the U.S. Department of Health and Human Services.

limited by very little English, illiterate in their own native language, and fairly new to the U.S. Initially, this project has enrolled refugees from Iran, Ethiopia and other middle Eastern countries. Instructional groups are organized by language background and are led by bilingual teachers and aides. Teachers provide 224 hours of instruction in classes held during mornings, five days per week. An oral English assessment is given at registration and a student agreement, setting individual goals, is prepared in the native language.

Following completion of this training in either LINK or the ESL program at Phoenix Union High School, the job referral and placement process is started. Eventually, the refugee might be referred to one of the occupational or skill training centers operated by the community colleges or the local JTPA training facilities in Phoenix.

4. JTPA Program in the County and City

The primary respondent from the Maricopa County JTPA Program said that a person can get a job if they really want one in the area. This claim is based on the assumption that there are adequate training services in the city and surrounding area. The county JTPA program is administered by the County Human Resources Department, which also operates 13 community action agencies/social service centers and 12 head start programs in the county. The County JTPA program operates three training centers. One is conducted under contract by SER - Jobs for Progress, a second in Tempe, and the third one in the Durango area of the city. These last two are operated directly by the county JTPA office. The program does not receive Perkins funds. It does receive $3.3 million in JTPA funds as well as funds from the State Department of Education 8% set-aside.

The city JTPA program is operated by the Phoenix Employment and Training Office. This program received $4.6 million in JTPA Title II-A funds. The program receives its "fair share" of the 6% incentive funds as well as $280,000 for a special project funded by the State Department of Education 8% program. This latter project is not targeted to LEP adults, but is designed to serve economically disadvantaged youth. According to the

respondents from the city program, JTPA does not have any incentive to serve LEP adults. LEP adults require long-term training and more support services and financial assistance than JTPA can provide.

The respondent from the county JTPA office indicated that their overall mission is to serve the disdvantaged and poverty population of the county; therefore, his program places a high priority on vocational services for LEP adults. Every possible strategy is used to reach this population. LEP adults are allowed to enter the program with a minimum of a 5th grade reading and writing level. Most JTPA programs require an 8th grade reading level.

LEP adults need financial assistance to attend vocational training. Some private agencies and proprietary schools encourage students to get Pell grants and loans. However, these students have high drop-out and loan default rates. The JTPA program encourages the use of Pell grants and works with students to pay the difference between the amount of the grant and the cost of training. It normally costs $5,000 to $6,000 for training as an electrician. Pell will pay $2800; JTPA pays the rest. The acquisition of other types of loans to finance training is discouraged.

Since the county JTPA program operates CAP agencies and Head Start programs and has a close working relationship with the local office of the State Department of Employment Security, more support services can be made available to their participants. Two DES job service workers are assigned to the JTPA centers to work directly with AFDC and other welfare clients. Other examples of coordination are presented below.

D. Planning and Coordination

The Refugee Program established the Valley Interagency Refugee Council to enhance strong linkages and networks between all agencies serving refugees. The membership includes the Girl Scouts, Lutheran World Mission, Catholic Charities, community colleges (especially the VESL program at Gateway), and the

Phoenix Union High School ESL program. In addition, staff from Project LINK work with the local Literacy Volunteers of America organization and regularly attend the various ABE/ESL conferences in the area.

To better serve welfare clients who participate in vocational training — some of these are LEP adults -- the DES assigns job service staff to work in the JTPA centers around the county. This effort facilitates more efficient delivery of support services, especially food stamps, counseling, and job placement.

Other than these mechanisms, no other efforts to coordinate vocational services were found. Most respondents indicated they make referrals to a variety of other programs in the area as the need arises. There was no indication of how these agencies maintain contact and referrals lists. Since Phoenix is also the state capital, some linkages exist between the state department of education and the local JTPA programs and their service delivery areas. The State Department of Education funds local JTPA programs under the 8% education grant part of JTPA. Moreover, the local JTPA program in the city contracts with the State Department of Education to provide some special assessment services for its program. It was unclear whether or how LEP adults benefit from either of these efforts.

E. Additional Service Needs

One of the greatest needs identified by most respondents involves a variety of support services, especially transportation and child care. Any LEP parent, especially a female head of household, must have adequate child care to participate in training. Vocational training is only meaningful, said one respondent, when it is linked concurrently with ESL and is intensive enough to yield consistent progress. Periodic ESL sessions at night with no skill training takes so long to achieve results that the LEP adult in Phoenix area will leave the program, said another respondent. Most often respondents indicated the need for programs which are accessible, and link English language and occupational training.

V. YUMA, ARIZONA

The City of Yuma, in Yuma County, is located in the extreme southwestern corner of the state, bordering California and Mexico. In fact, a small portion of the city extends into California. Two smaller towns, San Luis and Somerton, are nearby. The major center of San Luis is in Mexico, while Somerton is located between the City of Yuma and San Luis.

A. The LEP Population

As shown in Table 8, almost one-third of the residents of Yuma speak a language other than English at home. The largest non-English language spoken is Spanish, and most of the Spanish speaking residents are of Mexican descent. These data, however, do not take into account the large number of migrant farmworkers from Mexico, the influx of people from Central America since the 1980 Census was taken, and the number of illegal aliens in the area. Another 3.5% of the population are American Indian, some of whom are limited English proficient.

TABLE 8

SELECTED POPULATION DATA FOR YUMA COUNTY: 1980 CENSUS

Total population	90,554
Percentage who speak a language other than English at home	31.7
Percentage foreign born	14.6
Percentage naturalized citizens	3.5
Percentage not citizens	11.1
Percentage born in Mexico	13.3
Percentage who speak Spanish at home	28.6

Tables 9 and 10 show that the American Indians and the Hispanics are doing poorer economically compared to the total population in Yuma County. American Indians had somewhat lower and Hispanics had somewhat higher labor force participation rates compared to the White population in 1980, but American Indians and Hispanics had almost twice the unemployment rates as the White population.

Compared to the total population in Yuma County, the American Indian and Hispanic populations tend to be younger and have lower incomes, higher percentages living in poverty, much lower percentages who graduated from high school, and higher percentages of female headed households. Even though age and income are related, age alone does not account for the disparity of Hispanic income and American Indian income compared to the total population income. American Indians also have a much lower percentage of persons under the age of 18 living with both parents and a much higher percentage of persons 16-64 with work disabilities.

TABLE 9

SELECTED EMPLOYMENT DATA OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF YUMA COUNTY: 1980 CENSUS

Race/ Ethnicity	16 Years and Over	Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Civilian Labor Force	Number	Percent of Civilian Labor Force
Total	65,134	37,678	57.8	31,076	92.0	2,707	8.0
White	50,871	28,987	57.0	24,134	93.5	1,673	6.5
Amer. Ind.	2,063	1,107	53.7	938	87.7	132	12.3
Spanish Org.	17,601	11,138	63.3	9,420	87.3	1,370	12.7

TABLE 10

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE AMERICAN INDIAN, SPANISH ORIGIN, AND TOTAL POPULATIONS OF YUMA COUNTY: 1980 CENSUS

	American Indian Population	Spanish Origin Population	Total Population
Number	3,209	29,530	90,554
Percentage of total population	3.5	32.6	100.0
Median age	23.0	20.1	27.8
Median household income in 1979	$9,753	$12,259	$13,589
Median family income in 1979	$9,964	$12,700	$15,022
Percentage families below poverty	30.2	21.9	12.3
Percentage persons below poverty	39.1	24.0	16.0
Percentage ages 25 and over who are high school graduates	49.6	31.6	61.6
Percentage ages 16-64 with a work disability	16.4	5.2	1.8
Percentage persons under 18 living with both parents	57.4	79.6	79.7
Mean number of children ever born	1.8	2.0	1.7
Percentage female householder, no husband present, with children under 18 years	11.9	10.3	6.4

B. The Economy

The county has a large agricultural industry which utilizes a number of migrant and seasonal farmworkers. Other major employers are the Marine Corps air base, tourism, light industry, and services industries. An estimated 5,000 retirees move to the area in the winter. They live primarily in trailers and RVs. They usually arrive in September and October and leave to go north by the end of April. During their stay, they put a lot of money into the economy, mostly in restaurants, grocery stores, and services.

Yuma County is not quite as prosperous as the state as a whole, according to 1980 Census data, which are the most recent data available for Yuma County. The labor force participation rate for the state was somewhat higher (59.9%) than it was for Yuma County (57.8%), and the unemployment rate was higher in Yuma County (8.0%) compared to the state as a whole (6.2%). Median household and family income for the state ($16,448 and $19,017, respectively) was considerably higher than for Yuma County ($13,589 and $15,022, respectively). The difference is offset somewhat by the lower cost of living in Yuma County. The number of families and persons below poverty, however, is almost three percentage points higher for Yuma County (12.3 and 16.0, respectively) than for the state (9.5 and 13.2, respectively).

There is some slowing of the job market in Yuma County. Some rural farmworkers are being displaced as farming enterprises continue to modernize and mechanize. Also, some entire communities have fallen into a depression as mines close in outlying areas.

C. Organizations Providing Services

Services provided for LEP adults in Yuma County are discussed below.

1. Adult Education, Yuma Public Schools

The adult education program offers ESL instruction and basic skills education. ESL is the largest program. The program has grown due to requirements in the amnesty law and the section of the new immigration law that provide services to agricultural workers. Most of the students are permanent residents rather than migrants. Some informal referral is made for employment training to the community college and other agencies. For example, some students go to the community college for training as teachers' aides or practical nurses.

2. Arizona Western College, San Luis

Arizona Western College, a small extension of the state community college system, provides ESL classes. Students either pay for classes themselves or

obtain Pell grants. The college has recently been flooded with applicants who have sought citizenship under the anmesty law, and those persons who are applying for permanent status under provisions for agricultural workers. Teachers, lawyers, and other professionals from Mexico, who have been working in the fields until they learn English, enroll in these ESL classes, also.

3. Arizona Western College, Yuma

The college provides job training based on opportunities in the job market. The average time to complete training is 12 weeks. Recruitment is done in English and Spanish, but most applicants are English proficient. A green card is required for non-citizens. If ESL or basic skills education are needed, they are provided prior to entering the job training program. About 60% of those served are high school drop-outs and have low incomes. Prior to introducing training programs for carpenters and security guards, students were mostly women. About 35-40% of the students are Hispanic.

4. Chicanos Por La Causa, Somerton

This organization provides very comprehensive referral services for the Chicano population in Somerton, and is heavily utilized by the community. Services are coordinated at the case management level. This includes referrals for citizenship classes and counseling for marital problems, drug abuse, and teen pregnancy. The organization also assists in filling out forms, for example, for the IRS, employment, or food stamps. This community-based organization has several funding sources, including Perkins single parent/homemaker and sex equity funds.

5. Portable Practical Educational Preparation (PPEP), Inc., San Luis

PPEP, Inc. is a vocational training center with headquarters in Tucson. The facilities in San Luis are primarily to provide on-the-job and classroom training for the farmworker population. Two certificates are awarded -- one in word processing and the other in data entry. The programs take about 6

months to complete, and most of their clients are females. Successful applicants must be 18 years old and have a high school diploma or be able to pass the Adult Basic Learning Examination (ABLE). Training is for entry level, low paying jobs, but an effort is made to get the students to think in terms of continuing their training and advancing in their jobs. All of the instruction is in English. Students sometimes address the instructors in Spanish and talk among themselves in Spanish, but every effort is made to get them to use English. There is an on-the-job training program for cashiers, however, that requires that the applicants speak Spanish. Funding is received from several sources, including JTPA, the Ford Foundation, and Pell grants.

D. Planning and Coordination

There is little, if any, planning and coordination of employment training for LEP adults and out-of-school youth in Yuma County. The planning and coordination that does occur is provided by the JTPA PIC and by the community college.

E. Additional Service Needs

Several service providers said county policy-makers need to be more aware of the employment training needs of LEP adults. Better planning and coordination of services is needed. Currently, ethnic minorities are under-represented in county policy-making positions.

Respondents also said that LEP adults would benefit from better outreach and counseling services in their communities. Transportation is a problem since jobs and services are spread out in this rural county. Many of the poor who are most in need of employment training and jobs do not have cars. People in low paying entry level jobs often cannot afford the cost of transportation. Transportation is provided by a few programs, but many organizations hesitate to train people for jobs in other towns because they know transportation will be a problem.

Some respondents also stated that the LEP adult population most in need of employment training in Yuma County will require extensive, long-term services in order to move out of poverty. Besides their limited English proficiency, many lack basic skills and have only done unskilled labor most of their lives. It was stated that, generally, the community has a laissez-faire attitude toward this problem. The basis for this attitude is probably partly due to very limited resources, a slowing economy, and the transiency of much of the LEP population. Yuma County does not get a large proportion of federal and state funds, and the county is not wealthy enough to generate extensive local funding for programs.

0473y/11.88